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OPNAV INSTRUCTION 5710.28A

From: Chief of Naval Operations

Subj: STRATEGIC ARMS REDUCTION TREATY (START) COMPLIANCE AND IMPLEMENTATION

Ref: (a) SECNAVINST 5710.23C (NOTAL)
(b) Memorandum of Agreement between Director, Strategic Systems Programs (DIRSSP) and the On Site Inspection Agency (OSIA) for Conducting START Related Inspections (NOTAL)

Encl: (1) Reentry Vehicle On-Site Inspection (RVOSI) Description and Requirements
(2) SSBN Conversion or Elimination Requirements
(3) Data Update Inspections
(4) Closeout Inspections and Formerly Declared Facility Inspections

1. Purpose. To establish fleet actions necessary to implement the terms of, and ensure compliance with START provisions.

2. Cancellation. OPNAVINST 5710.28.

3. Background. On 31 July 1991, the United States Government signed the Strategic Arms Reduction Treaty (START). This Treaty, which entered into force on 5 December 1994, entails extensive verification procedures including on-site inspections and specific rules for conversion or elimination of Treaty items. Operating forces are subject to intrusive inspections. Inspections include Reentry Vehicle On-Site Inspection (RVOSI) of operationally deployed submarine launched ballistic missiles (SLBMs) aboard SSBNs and modified launchers on SSGNs. The RVOSI occurs at two Treaty-declared submarine inspection sites: Strategic Weapons Facility, Atlantic (SWFLANT), Kings Bay, Georgia; and Strategic Weapons Facility, Pacific (SWFPAC), Silverdale, Washington. Additional inspections also occur at SWFLANT, SWFPAC, training facilities, SLBM storage facilities and a Suspect Site Inspection facility (a portion of the NAVPMOSSP facility, Magna, Utah). The non-intrusive SSBN conversion or elimination verification is accomplished by national technical means of verification (i.e., by satellite fly-overs). The stated policy of the United States Navy is to

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fully comply with all provisions of the Treaty while also complying with all existing Nuclear Weapons Safety and Security requirements.

4. Responsibilities. The appropriate chain of command, authorized safety and security practices, and approved operating procedures will be followed throughout all Treaty inspections.

a. Chief of Naval Operations will establish policy and guidance to ensure Treaty compliance. In addition, the Navy Command Center is responsible for passing inspection notifications as outlined in the enclosures to this instruction.

b. Operating Forces (Fleet Combatant Commanders, Submarine Type Commanders (TYCOMS), Groups and Squadrons, Submarine Bases, SSBNs and SSGNs) will manage and assure compliance with the requirements in enclosures (1) through (3). Local commanders (normally Submarine Groups or Base Commanders) will provide logistic support for inspection teams. This support includes providing in-area transportation, assistance in obtaining messing and berthing, and Public Affairs Office (PAO) support and assistance as required. The Defense Threat Reduction Agency (DTRA) will fund items not funded by the Assistant Secretary of the Navy (Research, Development and Acquisition). Procedures for this are listed separately in reference (b). Current copies of reference (b) will be maintained by the Commanding Officers of START inspectable Navy facilities.

c. Director, Strategic Systems Programs (DIRSSP) is responsible for overall START Treaty implementation planning and for implementing Treaty provisions at all Navy facilities. Commanding Officers at all START-inspectable Navy facilities will provide technical expertise for START implementation. DIRSSP will also provide detailed planning and assistance in preparation for and during accomplishment of Treaty requirements.

d. Commander, Naval Sea Systems Command, in coordination with Strategic Systems Programs, is responsible for conducting SSBN conversions and eliminations in consonance with the Treaty requirements in enclosure (2).

e. Submarine Learning Center as the agent for Naval Education and Training Command through Naval Personnel Development Command will provide management oversight of Treaty requirements implementation at TRIDENT Training Facility (TRITRAFAC), Kings Bay, GA, and TRITRAFAC, Bangor, WA.

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f. Chief of Naval Information (CHINFO), in coordination with the Office of the Assistant Secretary of Defense for Public Affairs and Director, Strategic Systems Programs, is responsible for planning and conducting all public affairs activities in support of START verification. Reference (a) further addresses public affairs activities.

g. The Naval Criminal Investigative Service will provide START Treaty-specific counterintelligence support.

J. A. WALSH
By direction

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**REENTRY VEHICLE ON-SITE INSPECTION (RVOSI)
DESCRIPTION AND REQUIREMENTS**

1. Description. RVOSI is an inspection to verify compliance with the START warhead attribution rules. RVOSI of SLBMs in launchers may only be conducted at Strategic Weapons Facility, Atlantic (SWFLANT) and Strategic Weapons Facility, Pacific (SWFPAC).

a. A Treaty partner (Russia, Ukraine, Kazakhstan, or Belarus) will notify the United States at least 16 hours in advance of the arrival of their inspection party at the point of entry (Dulles International Airport or San Francisco/Travis AFB). This first notification will inform the U.S. of an impending inspection, but will not state the type of inspection nor the facility to be inspected. This notification will be known as a stage 1 alert. The Navy Operations Center will notify all appropriate commands of the receipt of a stage 1 alert. Within 4-24 hours after arrival at the point of entry, the inspectors will specify a facility and the type of inspection to be conducted. This is the stage 2 alert. The Navy Operations Center will first alert the facility to be inspected to institute pre-inspection restrictions (see below) and then inform the stage 1 recipients that they will not be inspected.

Note: SSGNs are START accountable as C4 SSBNs. The launchers on these submarines will be modified, rather than eliminated or converted according to START requirements. Therefore, SSGNs are subject to all RVOSI requirements and restrictions applicable to SSBNs as delineated in this enclosure.

b. The inspectors will be accompanied by official United States Government in-country escorts provided by the Defense Threat Reduction Agency (DTRA). They will be joined by escorts provided by the Commanding Officer of the inspected facility. Preparation of the SSBN launch tube, and SLBM contained within, will not begin until the inspectors' arrival in the vicinity (i.e., within visual range) of the SSBN designated for inspection. This preparation will involve moving the SSBN to the missile handling facility, removing the tube closure and missile nose fairing, and installing a specially designed cover over the reentry vehicles. The cover will allow verification that no more than the attributed number of reentry vehicles are present, while preventing the inspectors' access to the physical dimensions and characteristics of the reentry vehicles. The preparation and inspection will occur at the Explosive Handling

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Wharf (EHW), SWFLANT or EHW, SWFPAC. These missile handling evolutions are cooperative efforts between the SSBN, Squadron and Strategic Weapons Facility personnel. SSBN and Facility Dockside Standard Operating Procedures will be used.

c. At the time of designation of the SLBM launcher for the RVOSI, circumstances may permit the inspectors to also designate a modified launcher on an SSGN or a launcher on an SSBN that does not contain an SLBM for an "empty tube" inspection. In the event a Dry Deck Shelter (DDS) or an Advanced SEAL Delivery System (ASDS) obstructs access to the designated launcher, the device must be removed to permit access to the launcher. Preparation of the modified SSGN launcher or the SSBN launcher that does not contain an SLBM will not begin until the inspectors' arrival in the vicinity (i.e., within visual range) of the submarine. This preparation may involve moving the SSGN or SSBN to an appropriate location determined, in part, by the configuration of the designated launcher. The hatch of the designated launcher will be opened within visual range of the inspectors and, if the designated launcher contains a Multiple All-Up Round Canister (MAC), one All-Up Round (AUR) from a specified position will be removed. The inspectors will be allowed to view through the open hatch to confirm that the launcher does not contain an SLBM or the first stage of an SLBM. Any equipment handling will be the cooperative efforts between the SSGN or SSBN, Squadron and Strategic Weapons Facility personnel. All SSGN or SSBN procedures, as appropriate, and Facility Dockside Standard Operating Procedures will be used.

d. The possibility of delay in SSBN and SSGN underway times for sea trials or patrol and disruption of schedules is an acknowledged consequence of the Treaty. Local commands should delineate, in local instructions, procedures for notification of higher authority should delays to underway operations be anticipated. Additionally, there is a potential for an extended period of time during which inspectors will be located at observation points on the waterfront and at the EHW. Therefore, careful consideration should be exercised before conducting sensitive operations in their presence.

e. Major maintenance on the selected ship may cause significant delays before the ship can be moved to the inspection site. Should this occur, local commands should interface with their chain of command to facilitate the completion of interfering work.

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2. Requirements. Restrictions as a result of these requirements do not apply to work necessary to deal with an emergency involving a launcher, missile, or submarine.

a. Pre-Inspection restrictions. No later than one (1) hour after the inspectors specify that a particular base will have an RVOSI (the stage 2 alert), the following restrictions shall apply to the specified base, and all SSBNs and SSGNs present:

(1) No SSBN or SSGN located within 5 km of the base shall be moved farther than 5 km from the boundary of the inspection site. Also, commencement of drydocking of any SSBN or SSGN is not permitted.

(2) SSBN launcher hatches and SSGN hatches that are closed shall not be opened.

(3) On SSBN tubes that have open launcher hatches, work shall not begin to remove the missile or any reentry vehicles. If the Service Unit or liner has been landed on the SSBN, such work has already begun and may proceed. This work shall be expeditiously completed or terminated at the most logical point in the procedure as approved by the Commanding Officers of SWFLANT or SWFPAC. The fact that it may be several hours before the inspectors arrive at the inspection site should be considered in terminating this work. The launcher hatch may be shut as convenient to relax security requirements or to prepare to move the SSBN.

(4) These restrictions remain in effect until the inspectors have designated the specific SSBN upon which they wish to conduct the RVOSI and until they have arrived in the vicinity of the SSBN. The designated SSBN shall not be moved until the inspectors arrive within visual range. If, additionally, a launcher on an SSBN or SSGN is designated for an empty tube inspection, these restrictions remain in effect until the submarine is designated and the inspectors arrive in the vicinity. The inspectors may not designate an SSBN or SSGN in dry dock.

b. Conduct of Inspection

(1) Safety and security briefings for the inspectors shall be completed within one (1) hour of arrival at the base. These briefings are the responsibility of the SWFLANT or SWFPAC Commanding Officers. Representatives of the responsible Submarine Squadron and Group Commander, Base

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Commanding Officer, and Missile Facility Commanding Officer may attend these in-briefings.

(2) Using the "coastlines and waters" diagram, which shows all U.S. SSBNs and SSGNs (identified as C4 SSBNs for the purposes of the START in-brief) within 5 km of the facility, the inspectors will designate which SSBN and launcher aboard that SSBN they desire to inspect (SSBNs and SSGNs in dry dock are exempt from inspection.) If the selected submarine is an SSGN or an SSBN containing no missiles, the inspectors will be informed by the in-country escort that the submarine contains no SLBMs. The inspectors may then select another SSBN. If the inspectors are not informed that the selected SSBN contains no missiles, then they will select a tube on that SSBN. If the specific tube they select does not contain a missile, the inspectors will be so informed by the in-country escort. The inspectors may then select another tube on the selected SSBN until they select a tube which does contain a missile. If any of the above situations arise, the inspectors have the right to inspect one launcher tube declared not to contain an SLBM in addition to normal inspection rights. A subgroup of up to four inspectors may take part in this part (i.e., the "empty tube" inspection) of the inspection.

(3) The inspectors shall be transported to the location of the SSBN within three (3) hours after they designate the missile tube to be inspected. The Commanding Officer of SWFLANT or SWFPAC is responsible for transporting the inspectors and escorts while on-site. If the SSBN must be moved, provisions shall first be made for the inspectors to maintain uninterrupted visual contact with the designated launcher. The Navy must be prepared to allow not less than two members of the inspection team to observe the SSBN until the inspection starts. This is to ensure that nothing is off-loaded from the designated launcher on the SSBN. These members must be afforded a clear, unobstructed view of the upper tube edge, and must also be within 50 meters of the designated launcher tube. In cases where a clear and unobstructed view cannot be achieved within a 50 meter distance, the inspection team leader and the escort team leader may agree to a position that permits a clear view from greater than 50 meters. If required, a subgroup of no less than two inspectors, with escorts, may be placed on a small boat to maintain visual contact with the selected SSBN and the selected launcher tube. All of these requirements apply to any SSGN or SSBN designated for an empty tube inspection as well as to the designated SSBN and launcher with the SLBM selected for inspection.

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(4) Missile inspection preparation and conduct shall be performed by SWFLANT or SWFPAC personnel, in cooperation with SSBN, Trident Refit Facility, and Squadron personnel.

(5) The inspectors shall be allowed topside aboard the SSBN and in the Service Unit to conduct the inspection. The inspectors shall not be allowed below decks on SSBNS.

(6) In the event the inspectors selected an empty launcher tube, the empty tube inspection may be performed for convenience at a wharf or pier other than the EHW unless special handling is required to remove an AUR. Inspectors shall remain on the deck of the submarine during the inspection of an empty launcher tube. Inspection of an SSGN tube shall be conducted per approved procedures to demonstrate that the selected tube does not contain an SLBM.

c. In-country escort. DTRA and SWFLANT or SWFPAC personnel will escort the inspectors, and be the official coordinators between United States and the inspection team. All questions from or to the inspectors will be handled through the in-country escorts. United States Navy site personnel are not bound to follow orders from DTRA; however, reasonable efforts should be made to resolve disputes and problem areas.

d. Security

(1) Lists of inspectors and escorts will be provided and entry/authorization procedures shall be used.

(2) Counterintelligence considerations shall be part of local plans. The Naval Criminal Investigative Service will provide START-specific counterintelligence support.

e. Public Affairs Guidance. Public Affairs Officer (PAO) functions shall be performed by the local area coordinator's PAO or local base PAO, depending upon availability. Public Affairs matters shall be governed by applicable Chief of Information (CHINFO) instructions.

f. Reports. No routine reports are required by operating forces. DTRA will prepare the official report of the inspection. Commands are to exercise their discretion, and use existing reporting structures to report extraordinary events or adverse occurrences.

SSBN CONVERSION OR ELIMINATION REQUIREMENTS

1. Description. SSBN conversion or elimination is not subject to verification by intrusive (i.e., involving a presence on-site) inspections. Verification will be accomplished by national technical means (e.g., satellites).

2. Requirements

a. All missiles shall be removed from the SSBN prior to commencing conversion or elimination procedures. Charleston Naval Shipyard, South Carolina and Puget Sound Naval Shipyard, Washington were declared for START purposes as SLBM launcher conversion or elimination facilities. (Note: Although the Charleston Shipyard has been closed, it is still considered a conversion or elimination facility for START purposes.)

b. Elimination

(1) The elimination process is initiated when the SSBN is positioned at the elimination facility with missile launch tubes empty and all launcher hatches opened or removed. A formal notification of this will be made to the Treaty partners by DIRSSP via the Nuclear Risk Reduction Center (NRRC). This notification starts the elimination time-line clock.

(2) Accountability of the SLBM launchers continues until all launcher hatches and associated superstructure fairing are removed. This includes the entire superstructure fairing over the length of the missile tube section. DIRSSP will make a formal notification via the NRRC to the Treaty partners when the SSBN is no longer accountable.

(3) DIRSSP coordinates with Commander, Naval Sea Systems Command (COMNAVSEASYS COM) for SLBM launcher elimination. For START purposes, U.S. SLBM launchers will be eliminated by complete removal of the missile compartment. The SSBN elimination must be complete within 270 days of initiation. DIRSSP will make a formal notification via the NRRC to the Treaty partners of the completion of elimination.

(4) The SSBN shall remain visible (i.e., outside and uncovered) during the entire elimination process.

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c. Conversion. There are no specified procedures for converting SLBM launchers from one type of SLBM to another (e.g., from C4 to D5). The only requirement is to provide appropriate notifications of SLBM launcher conversion. After all SLBM launchers on one submarine have been converted and the submarine has begun sea trials under its own power, the SLBM launchers on that submarine will be considered to contain the type of SLBM for which it has been converted.

Note: The launchers on SSGNs will be modified rather than eliminated or converted in accordance with START procedures. Therefore, SSGNs remain subject to all applicable START obligations.

DATA UPDATE INSPECTIONS

1. Description. Data Update Inspections (DUIs) are conducted at selected facilities declared in the Treaty. Affected facilities for which the Navy has responsibility for START compliance are SWFLANT, SWFPAC, TRIDENT Training Facility (TRITRAFAC) Kings Bay, TRITRAFAC Bangor, Camp Navajo Depot, China Lake Naval Air Weapons Center and the Tekoi Test Facility. Data Update Inspections are limited to no more than two per facility per year. Their purpose is to verify changes to the START Memorandum of Understanding (MOU) that occur due to operations and movements.

2. Requirements.

a. Pre-inspection Restrictions. Pre-inspection restrictions will apply to the area of the approved Treaty site diagram. Generally, no objects large enough to be or contain a START item of inspection will be allowed to depart the facility boundary beginning one (1) hour after the site selection. Movement of SSBNs in the waters around the facility are not restricted by the DUI pre-inspection restrictions.

b. Conduct of Inspection. After the inspection commences, inspectors may inspect departing vehicles/objects that are large enough to contain an item of inspection. The inspectors will be allowed to verify the numbers of items of inspection (missile first stages) and training models of missiles at each site. Training facilities must be prepared to demonstrate that no Treaty accountable items exist on the premises. During a Data Update Inspection, all routine movements of stages must be suspended. This may delay movement of a missile to/from the Explosive Handling Wharf (EHW). Although SSBNs in the waters of SWFLANT or SWFPAC are not subject to inspection during a Data Update Inspection, inspectors may be present at the EHW. Sensitive operations may have to be rescheduled.

c. In-country escort. DTRA and Navy facility personnel shall function as in-country escorts in a manner similar to escorts for RVOSI mentioned in enclosure (1).

d. Other. Notifications, Security, Public Affairs and Reports shall be handled in a manner similar to procedures mentioned in enclosure (1).

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**CLOSE-OUT INSPECTIONS AND
FORMERLY DECLARED FACILITY INSPECTIONS**

1. Description. A close out inspection will be conducted at all facilities declared in the Treaty after all Treaty accountable items have been removed. The former SWFLANT Detachment received a Close-out Inspection and remains subject to Formerly Declared Facility Inspections under the control of Naval Weapons Station, Charleston. All Navy facilities may be subject to Close-out and Formerly Declared Facility Inspections in the future if the facility is closed and all items of inspection are removed. Only one Close-out Inspection per facility will take place. The purpose will be to confirm that no missile first stages or Training Models of Missiles are located at the facility.

2. Requirements. Requirements for these inspections will be similar to those for all other inspections. The inspectors will be allowed to verify that no Treaty items of inspection (missile first stages) or associated support equipment (e.g., training models of missiles) are located at each site. DIRSSP is responsible for coordinating all notifications and planning associated with facility Close-Out and Formerly Declared Facility Inspections.